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Challenge!

*"... Not having any assured income,
we applied for – and were assigned –
an apartment in the new public
housing project in Plains."*

Upward Mobility in Public Housing

–from *Why Not the Best* by Jimmy Carter



Looking Ahead



Study Shows Elderly Program Successful

HUD's program for the elderly has produced generally good quality housing projects at a reasonable cost, according to a study compiled by HUD's Office of Policy Development and Research. Entitled "Housing for the Elderly and Handicapped," the study is an evaluation of HUD's Section 202 program from 1959 to 1977. The Section 202 program provides low-interest direct loans to nonprofit sponsors to finance housing for elderly and handicapped persons. Since 1974, this program has been enhanced by the use of HUD's Section 8 rent subsidy program, whereby the costs to tenants of these projects may be subsidized. The study revealed that Section 202 projects were generally well constructed and well designed to meet the needs of the elderly and were located in areas which insured tenant safety and access to services. Also, there appears to be a high degree of tenant and community satisfaction with the program. HUD Assistant Secretary Donna E. Shalala noted that: "The evaluation highlights the importance of sponsor type and project site in affecting the population served. In line with these findings, the new Section 202/8 program has tried to substantially increase the number of minority and handicapped-oriented sponsors." Single copies of the study are available from HUD's Office of Policy Development and Research, Product Dissemination and Transfer Division, Wash., D.C. 20410.

International Institute for Architecture

A new, nonprofit organization designed to initiate, fund, and undertake research and evaluation projects to promote a better physical environment for the urban poor in developing countries has been incorporated. Called the International Institute for Architecture (IIA), the organization hopes to undertake projects that benefit national and international funding agencies engaged in improving the condition of the urban poor living in the developing countries. IIA will carry on the work begun by the International Architectural Foundation, which was established for the purpose of conducting the International Design Competition for the Urban Environment for Developing Countries. Headquartered in Washington, D.C., the Institute is headed by Blake Hughes, who is also publisher of the *Architectural Record*.

Seattle to Host International Congress

"New Design Concepts from Changing Resources" will be the theme for the first international congress of women professionals in building and landscape architecture and planning to be held in the U.S. Sponsored by L'Union International des Femmes Architects (UIFA), the congress will be held in Seattle, September 30 - October 4. This professional gathering will bring together not only leading American women in these

professions, but representatives from 40 other Nations throughout the world. The multilingual conference will be conducted in French, English, German, and/or Spanish. UIFA, founded in 1961 and headquartered in Paris, was established to foster exchange between women architects, landscape architects, and planners to link their professional work and achievements and to support expansion of women's participation in these professions. Inquiries about membership, conference participation, exhibits, or program format may be directed to UIFA 79/USA, 5601 N.E. 77th St., Seattle, Wash. 98115.

Tax Prediction (Are You Ready for This?)

Henry W. Block has predicted that with a 7 percent inflation rate, total individual taxes might jump as high as \$13,000 by the year 2001. And, he maintains, that unless some new elements of a tax reform package become a reality, that figure could rise even higher. On the lighter side, he has predicted that there would be changes so that tax rates for both individuals and corporations will be reduced substantially, not to exceed 40 percent. Block is president of the H & R Block tax service.

HUD Launches Urban Impact Study

HUD has announced that new methods of forecasting the potential impact of proposed State and local projects on communities before Federal funds are committed will be developed and tested by 14 major planning organizations with the aid of \$560,000 in special grant awards. HUD Secretary Harris said five Statewide and nine areawide planning organizations will carry out the 12-month demonstration and described it as "a much-needed counterpart to the national-level urban impact analysis required of all new Federal programs and policies before they are put into effect." Advance knowledge of any adverse impact in projects requesting Federal assistance, she said, would permit changes to avoid unwanted effects on localities, and enable Federal decisionmakers to ensure that federally-aided State and local projects support urban policy goals.

Recycling in East Harlem

The largest recycling project in New York City is about to get underway in East Harlem. Designers of the system estimate a potential haul of 190 tons per month of newsprint, glass, tin, steel and aluminum that could produce about \$5000 a month. Members of the East Harlem Council for Community Improvement, with training assistance from the Environmental Action Coalition and about \$75,000 from the City of New York, designed the program and will run it themselves.

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Editor's Note: This special issue of *Challenge!* was planned and coordinated with the assistance of Dorothy Gilfert, Community Services Specialist, HUD Office of Neighborhoods, Voluntary Associations and Consumer Protection.

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Three Self-Starters Who Made It Big

by Robert Lefley

"I decided to resign from the Navy and come home. . . to a tiny town, a church, a farm, an uncertain income. I had only one life to live, and I wanted to live it as a civilian, with a potentially fuller opportunity for varied public service. . . . Not having any assured income, we applied for – and were assigned – an apartment in the new public housing project in Plains."

*–From Why Not the Best
by Jimmy Carter*

There are some 9,000 public housing developments in the United States. Small ones like the President's in Plains, Georgia, and large ones like Cabrini-Green in Chicago, Illinois. Both are neighborhoods like any other in the Nation, where men and women raise their families, make friends, experience joy and sorrow and death, hope for happiness, and strive to better themselves. Modestly or spectacularly, some do – many, many more than is generally thought. They are probably those who also asked themselves the question, "Why Not the Best?"



1970 photograph of Anthony Watson with his wife, Janeese, his mother, Virginia, and his father, John. Photo Credit: Chicago Sun-Times photograph. Reproduced with permission from Field Enterprises, Inc.

Lieutenant Commander
Anthony Watson
U.S. Navy, and Nuclear Engineer

Frances Cabrini Homes (581 units) is one of the three public housing developments that make up Cabrini-Green, the best-known of the Chicago Housing Authority's 100 developments (about half are for the elderly). The 3,569-unit Cabrini-Green – where two Chicago police officers were murdered by a pair of young residents in July 1970 – became a "problem project," but is now experiencing a renaissance following a successful HUD-funded Target Projects Program and other improvement efforts beginning in 1975.

Anthony Watson was 2 when he moved into Cabrini Homes with his family in 1950, three years before Lt. Jimmy

Carter, a graduate of Annapolis, resigned from the Navy's nuclear submarine program and returned to Plains to work his farm and to live in public housing.

The second of six children of John Watson, an ink handler in a printing plant, and his wife, Virginia, "Tony" Watson grew up in Cabrini-Green. He attended public school nearby, finishing first in his class at Jenner Elementary School and Cooley Upper Grade Center.

Watson graduated in 1966 among the top 10 students at Lane Technical High School, a prestigious public school with an enrollment of more than 5,000. He was also a standout on the football team.

"I always liked to study, and the people in the area (Cabrini) let me live my own life," Tony said.

A friend of the Watsons' knew Rep. Sidney Yates (D-Ill.), who sponsored young Watson's appointment to the U.S. Naval Academy at Annapolis. One of 1,300 midshipmen, Watson in his freshman and sophomore years was elected president of his class. He was made brigade commander his junior year (the first black so honored), responsible for discipline, drills, and formations for more than 2,000 men. In his free time, Watson was a member of the boxing team, winning 11 times in 13 bouts. In his senior year, he was appointed regimental commander, the highest position a midshipman can earn. He ranked in the upper quarter of his class of 900, and was listed in *Who's Who in American Universities and Colleges*.

Following graduation in June, Watson, with the approval of the Commandant of the Academy, spent the summer of 1970 (the year the policemen were killed) in Chicago, "not so much as a recruiter, but as an enlightener, to clear up the misconceptions" blacks had about the Naval Academy.

"We got to talking about the shortage of 'brothers' in the Academy," he said at the time, "and we decided that most black people just didn't think they had a real chance to go there. But we need



September 1976 photo of Anthony Watson, who was then a Navy Lieutenant. Photo Credit: Official U.S. Navy photograph by W. R. Garber (CIV).

black men in every aspect of American society — and that also includes the defense establishment."

Before reporting to the Nuclear Power Engineering School in Bainbridge, Md., in October 1970 Ensign Watson married his fiancé, Janeese V. Hunt, who had been a Cabrini-Green resident since 1957. At Bainbridge, Anthony trained for the Submarine Service — as Jimmy Carter had.

Watson's achievements at the Naval Academy were continued in the service.

He was promoted to Lieutenant Junior Grade in 1971 and Lieutenant Senior Grade in 1973. In 1978, at the age of 29, he was made a Lt. Commander, one of the youngest in the navy. He also found time to earn half the credits toward a master's degree. He has served aboard two nuclear powered submarines, the U.S.S. *Snook* and the U.S.S. *Archerfish*.

What does the future hold for Anthony Watson, his wife, Janeese, and their 2-year-old daughter, Erica? Janeese Watson must speak for Tony, who (as a nuclear engineer and fourth ranking officer aboard ship) was somewhere at sea when this article was written.

"When his present 3-year tour of duty is finished, Tony will have to make some hard choices," said Janeese Watson. "If he decides to stay in the Navy, he will attend Navy Post Graduate School in San Diego, and following that will probably be assigned to a new Trident submarine.

"Another choice would be to earn a master's degree in business administration and take a management position in the nuclear power industry.

"He has talked about public service, about going back to Cabrini-Green where his parents still live, and working with the kids, to encourage them to get an education and build a career. The best part of our life at Cabrini was the good friends we made and the good times we had together. The worst part was not the poverty and the gangs but the lack of encouragement, the way teachers and others failed to provide the kids with incentives to succeed and wrote them off before they ever had a chance.

"Tony has also talked — a lot — about going into politics. . . ."

**Charles Gordon,
CHA Upward Mobility Manager,
and Now Entrepreneur**



1978 photograph of Charles Gordon receiving a recognition plaque of appreciation from the residents of ABLA Homes, where he was manager until February 1978. Photo by Chicago Housing Authority photographer Bob Murphy.

Charles Gordon found a home and a career in public housing.

A native of Whitehaven, Tenn., Gordon graduated from elementary and high school in Memphis and spent 5 years in the Air Force. He served all over the country, from Florida to Alaska, from Virginia to Wyoming. While in the Service, he furthered his education by taking courses at Hampton Institute and at Warren Air Force Base.

Honorably discharged as a Staff Sergeant in 1960 at the age of 26, he moved with his wife and five children into a rowhouse apartment in the Chicago Housing Authority's Frances Cabrini Homes.

"We lived a very normal kind of life at Cabrini in those days," says Gordon. "If there was a community problem, it was the exception rather than the rule. There was no crime to speak of; windows were left open and doors were unlocked most of the time. There were gangs around, of course, highly organized gangs like the Vice Lords, but they didn't seem to bother anyone in the development.

"We had excellent neighbors, friends who were very, very close. We had a fine thing going: like shooting baskets on the playlot with the youngsters in the neighborhood, working with them, coaching them. Some got to be very good basketball players."

Gordon spent his first few months at Cabrini trying to go to college part-time and looking for a job – without success. The family's savings ran out while Gordon was awaiting an approval for unemployment compensation, and he found himself with an eviction notice from the Cabrini management office for nonpayment of rent. When he went to explain his predicament, the chief clerk asked him a few questions, and when he told her he had been in personnel in the Air Force, she recommended that he apply for a vacant typing position with the CHA. She also gave him \$2 for a haircut.

Sprucing up, Gordon presented himself at the CHA personnel office, passed his typing test, impressed the interviewer with his demeanor, and won the job. He was assigned as a grade 3 senior clerk to a housing development 3½ miles from Cabrini, and started work Feb. 1, 1961.

"I had several problems to contend with before I ever went to the office," says Gordon. "I had no money for carfare or presentable clothes. I needed a white shirt, a tie, and some shoes. So I went to a neighborhood store and convinced the owner to give them to me on credit until my first paycheck came through. Every day I would walk to and from Rockwell Gardens in my gym shoes, but at the

office I would wear the new shoes and the white shirt and tie.

"Still, the salary of \$152.50 twice a month wasn't enough to support my family; so I moonlighted. I took a night job as a bartender for a short time. That was not my forte. Later I took the examination for the postal service and got a job working the 11 p.m. to 7 a.m. shift. After a night in the post office, I would go directly to Rockwell and report by 8 o'clock. I worked six days and six nights every week, sleeping in the evenings.

"After a month or so of that, it became clear that I was killing myself. The job at the post office paid twice as much as I was earning at CHA, but I saw a better future for myself with the Authority. I quit the post office. My manager offered me a head janitor's job, but I turned the offer down even though the salary was much better than mine. By then I knew where I wanted to go in CHA."

Gordon hustled. He volunteered. He stayed on at the development four or five evenings a week, working with the kids, organizing basketball games and Little League baseball. He took on additional assignments in the office to learn how they were handled. His rating supervisor wrote: "His versatility and willingness to perform the various duties of the collateral clerk, switchboard operator, secretary, income reviewer, and chief clerk make him a great asset to this office and the Chicago Housing Authority."

A year-and-a-half after joining the CHA, Gordon was promoted to a grade 6 leasing clerk; then in 1965 to a grade 9 management trainee, and 4 months later to a grade 10 assistant manager.

"My big opportunity came when I volunteered to work in maintenance," recalls Gordon. "After that, the manager and the area supervisor decided I was management material and recommended

me as a management trainee. Those first 5 years living in Cabrini and working for the CHA demonstrated to me that I had the ingredients for success. What gave me the edge, I think, was not the drive for a bigger paycheck. My edge was that I loved the job, loved working for CHA."

Gordon and his family moved out of Cabrini Homes and into private housing when he became a management trainee in late 1965. But he never lost the ability to look at problems from the point of view of the resident.

He was promoted through two more assistant manager grades in 1967 and 1969, and then to manager of one of CHA's smaller low-rise developments – Wentworth (950 units) – in 1970. In less than 10 years, "Chuck" Gordon was a grade 13 and had achieved a higher position as a CHA employee than any other former resident.

Gordon took over the 1,635-unit Stateway Gardens high-rise development in 1974 as a grade 14 manager, and in 1976 he was named manager (grade 16) of the 3,700-unit ABLA Homes, the CHA's third largest management area.

After 17 years with the authority, Gordon resigned in February 1978 to fulfill a promise made to his dying father to continue the family cosmetics business in Memphis.

"It took me a year to finally make the decision to leave CHA," Gordon says. "It's hard to give up something you love doing. And reorganizing my father's company has been like starting my career all over again from the beginning. But now we have the building and the machinery, the books have been set up, the payouts made, a marketing firm has been hired, and we have a trade name for our hair products – 'Lanasilk.' Gordon's Cosmetics is ready to go national!"

Eric Monte, TV and Film Writer-Producer



Eric Monte (center) talks about his film "Cooley High" with (from left) Cooley graduates Rodney Leak, Gloria Hearn, Glorine Hearn and one of the film's supporting stars, Christine Jones. Chicago Daily News photograph by Charles Krejsi. Reproduced with permission from Field Enterprises, Inc.

Eric Monte has been described by Gary Deeb, the ascerbic radio-TV critic of the *Chicago Tribune*, as "a writer who has enjoyed a 4-year burst of creativity rarely matched in television; his ideas are making enormous profits for several producers, and giant ratings for two networks; and he's almost universally admired as a man who can translate the black urban experience into identifiable terms for the mass TV audience."

Monte's best-known translations of the black urban experience are "Good Times," the long-running CBS comedy series starring Esther Rolle and Jimmie (J.J.) Walker, and the movie "Cooley High," both set in Cabrini-Green. Monte

knows the setting well – he lived in Cabrini from his seventh through his 22nd year, except for 3 years in the Army. Monte, his mother, and two sisters moved into Cabrini Homes in the early 1950's. He was "enrolled" in Jenner Elementary School (located on the grounds of Cabrini) and at Wells High School; but "I didn't go very often," he says. "School was a place where I got beat up and in trouble."

Monte started writing as a teenager because, he says, "I sounded awful. Everyone at Cabrini was singing, forming musical groups. Since I couldn't sing, none of my friends wanted me in their groups. So, I started writing song lyrics for them instead. I was 15 or 16. Then I got into short stories."

"When I was young, people would say to me, 'Hey, why don't you be a janitor, deliver coal, or become a CPA or something with some security?' The only reason I did what I've done is because I'm a fanatic reader. I had this really big thing about mythology, and I sort of became Jason going after the Golden Fleece."

"Things were good at Cabrini in the early days," he says. "There was a lot of love – camaraderie among friends, the best that I will ever know in my life – and lots of good times and fun. The place was nice, too; people took care of their houses; they were required to keep their lawns nice. I think things went downhill after the high rises (Cabrini Extension and Green Homes) were built."

Making no headway in school, Monte dropped out and joined the Army in 1961. The experience, he says, "was the best and the worst that I have ever endured. I traveled to foreign countries, saw things I had never known before, and felt very free. I went AWOL without qualms to visit new and unusual places. But I also experienced racism – real racism – for

the first time. I hated the regimentation and the discrimination I found in the Army."

Monte served as a clerk, a weapons expert, and a cook in Germany before returning, "disillusioned at the age of 20," to Cabrini-Green in 1964. Out of the Army and back home, but pretty much on his own, "the full weight of poverty fell on me for the first time," he says. "I realized I was poor. Before the Army, my mother worked herself to death to see that I had everything other kids had, and in the service the Army fed and clothed me. Now I had to take care of myself."

He worked for the Congress of Racial Equality (CORE), organizing marches and demonstrations, trying to get people involved and motivated. Later he "worked at any two-bit job the City had to offer." During this time, Monte wrote a couple of plays, married unsuccessfully, and was devastated by the death of his best friend, Ralph Moye, an outstanding basketball player with a promising future in athletics. Moye was stabbed to death by a gang of youths. He was memorialized as the character Cochise – in the movie "Cooley High."

"With no ticket, no education, and no job," says Monte, "I left Chicago in 1965 with a suitcase and \$5, and hitchhiked West. Monte knocked around for 2 or 3 years on the West Coast, working when he could, gambling, sleeping on park benches. Eventually he arrived in Los Angeles with the slowly realized conviction that, 'You cannot survive in this world without an education.'"

He enrolled at the City College of Los Angeles, where he studied for a year and a half.

"Had it not been for the G.I. Bill," he says, "I would have been lost. College exposed me to ideas, philosophies, and ideologies I had not thought of before, and being a friendly and intelligent guy, I

made a lot of friends. I was also a really good student."

Even during his "hoboing," Monte continued writing – poems, stories, plays. "I never had an agent or anything, but I did give my work to all my friends," Monte told Chicago *Daily News* reporter Jack Hafferkamp in 1975. "They had to read it. Luckily a lot of my friends turned out to be successful actors like Glynn Turman. And whenever anyone mentioned to them that a writer was needed, they would say, 'I've got just the cat you need.' That's how a play of mine was done at the Los Angeles Music Center; that's how I got involved in 'Good Times,' and that's how the movie, 'Cooley High' happened."

"A lot of that was luck, I know, but I have to think there was more to it than just luck. I've always operated under the philosophy that if you are good at what you do, and try to be the best at it, that sooner or later opportunity will come to you. . . ."

During 1971, Monte worked for Bud Yorkin and Norman Lear's Tandem Productions, creating the characters of the next door neighbors to Archie Bunker, George and Louise Jefferson, for "All in the Family," and later the spinoff CBS comedy, "The Jeffersons" and, with actor Michael Evans, "Good Times," which was based on Monte's own experiences growing up in Cabrini-Green.

"Revolution," a three-act theatrical documentary about the Civil Rights movement from the Selma bus boycott of 1954 to the Watts riots of 1964, was written by Monte in 1972 and was staged at the Los Angeles Music Center.

Monte was one of three writers of the animated film, "The Nine Lives of Fritz the Cat," written in 1972 and released in 1974.

"Good Times" was picked up by CBS in 1973, with Monte as staff writer and story editor for the first series of 13 programs, which began running on Feb. 8, 1974. As script supervisor, Monte says, "I fought the efforts of the producers to do Amos 'n Andy type humor. I wanted to deal in a humorous way with the realities of ghetto life, but they were adamantly against it at first."

He finally was successful in fashioning episodes dealing with drugs, teen pregnancy, abortions, venereal disease, alcoholism, and gangs. "These were subjects that television wasn't used to touching, especially not in black areas," he says. "for instance, because of one episode of 'Good Times,' I got millions of black kids to see that gang warring is stupid."

In the spring of 1974, Monte wrote the script for "Cooley High." American International Productions filmed the story at Cabrini-Green in the fall of that year, starring Glynn Turman and Lawrence Hilton-Jacobs. Youngsters from the development appeared in the film, some as featured players.

"Cooley High," Monte told Hafferkamp, "isn't so much an autobiography as it is a biography of a culture, a way of life. I mean, it's sort of a collection of a lot of lives I know about, rather than specific people. . . . I was never actually enrolled at Cooley, but I hung out there and I was familiar with it. . . . Partly what I was trying to do in the film was to say that kids are kids. I don't care what color, or if they are born in the middle of Chicago or in Beverly Hills. They all are going to get into trouble to some degree, chase girls, be chased by them and have parties."

"But there is something else, too. When I look at my elementary school graduation

picture, I see that from one-quarter to half the people in it are dead now. Most of them would be just over 30, and, hey, that ain't no time at all. Their lives were wasted."

"What people don't realize, though, is that when you are growing up in an area like Cabrini, it doesn't actually seem that rough at the time. . . . And that is something else I wanted to get into my film. See, one thing about most black movies — especially the ones about the ghetto — is that they are all depressing and unhappy. Now, I have lived a rough life, but as I look back I see that there were times I was really happy. There were the kind of friends I'll never have again. And there were times I went through that I really dug."

"The point is, that things weren't all bad. I wanted to show that — that you can't stop people from being happy and enjoying life. No matter how poor."

The success of "Cooley High" prompted ABC in 1976 to call Monte in to script a series based on the film. They agreed, he says, that the series would be done under his own production company. Producers make the big money in television, not the writers. Monte came up with four scripts, and a pilot was filmed with the aid of assisting writers and producers. It was a "bad pilot," says Monte, but the bad got worse when ABC signed other writers and producers to do the series, which, Monte claims, became "What's Happening," another long-running comedy hit.

Success stories have reversals — some temporary, some permanent. In 1977 Monte filed a \$400 million lawsuit "against everybody," Lear, Yorkin, CBS, ABC, and other persons and companies.

Monte says he receives something like \$7,000 a year for his contributions to "Good Times," "The Jeffersons," and

"What's Happening," while others are making \$20 to \$30 million off of each program.

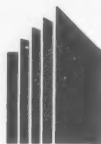
Though the lawsuit has ruined him financially, and he has gotten little support from the TV industry, Monte vows to press the suit, which may not come to trial for 4 to 5 years.

Monte says his current troubles will not change his approach to writing. While he was growing up, he told Deeb, "the one thing that always bothered me more than anything — more than the dirt and the poverty and the crime — was the hopelessness. And so in everything I write, I try to do two things. First, to give black kids everywhere some hope and faith in themselves; and, secondly, to give them positive images to look up to. . . ."

In the meantime, Eric Monte is writing. He has just finished a TV pilot for MGM, and has a movie idea out for consideration. "I'll just keep writing," he says. "I believe — I've got to believe — everything will turn out for the best."

Mr. Lefley is Director of Information for the Chicago Housing Authority.

In Print



A Backward Glance: An Oral History – The Growth of Government Housing Policy in the United States: 1934-1975, by Miles L. Colean, Mortgage Bankers Association of America (1975).

In this stroll down memory lane, Miles Colean reminisces with us about his 40-year involvement in housing and urban development – how it all began and where it may be going (someplace between hell and nowhere).

Colean is a Founding Father of the Federal housing program, well known to everyone in the business old enough to remember what the world was like before CDBG's, UDAG's, and HOP's. He is the author of two major Twentieth Century Fund studies, *America's Housing* and *Renewing Our Cities*, a pair of "golden oldies" on standard urban reading lists. But his more important role was as policy adviser, a sane voice listened to with attention by Congress and innumerable Task Forces and Commissions. Colean has also been an acknowledged spokesman for materials producers, mortgage investors and other "supply side" interest groups, though it would be unfair to regard him as a "mere" lobbyist. The bonds of respect and affection have endured; the Mortgage Bankers Association of America paid the costs of publishing these memoirs.

The book is a product of the Columbia University oral history project; it constitutes the edited version of the many spools of tape recorded by interviewer Scott Bruns during 10 sessions in 1974-75. Like all oral histories, Colean's is a verbal stew in which one has to fish carefully for the desired morsels without getting stuck in all the goo. We are grateful for Colean's recapture of the names and roles of those whose contributions might otherwise be forgotten, e.g., Win Riefler of the Federal Reserve who conceived the idea of mortgage insurance. At the same time, the book has much too much of the irrelevant and suffers from inevitable omissions and memory lapses that sometimes distort the record while meaning to add to it. Even in an informal, chatty account of this sort, it is uninformative to talk of the origins of public housing without some mention of Nathan Strauss, Charles Abrams and Charles Ascher.

If there is a story line in Colean's discursive recollections, it is that housing programs have strayed from their original (and beneficial) directions to what he believes is an alarmingly counterproductive course. Miles Colean was a Founding Father in the mold of Alexander Hamilton. It was – and remains – his devout belief that the responsibility of the U.S. government was to foster a national housing and mortgage industry but then to cut it loose, thereafter trusting the marketplace to allocate resources. If disadvantaged families require subsidy, HEW is the appropriate agency from which to seek relief rather than to tinker with interest rates or "socialize" FHA. (The Harris-Califano brou-

haha of last year indicates the durability of that notion.) FHA and Fannie Mae were splendid inventions because they created a world out of chaos. A formless array of local mortgage markets were shaped into a national unitary market by standardizing mortgage contracts and lending terms and by raising the investment quality of residential mortgage instruments.

Colean is deeply troubled by what he calls the "nursemaid state" which sees its purpose as channeling infinite resources for misguided and inadvisable redistributive ends. To Colean, Leon Keyserling was *vox diaboli* – the demagogic advocate for the "people" whose every want was to be satisfied by calling it a need.

Anyone concerned with housing history will find here much to learn and everyone will find much to enjoy. There is a certain fascination in first-hand accounts of men sitting around in Washington hotel rooms during the Thirties and Forties arguing about names and purposes for agencies still to be born and struggling for words and phrases that are now commonplace in the vocabulary of housing. For every passage that goes on longer than one would like about the architectural problems of some apartment project in Chicago or how some war-time agency goofed on the permit for steel rods, there is a compensating passage. To cite three which are unlikely to be met in conventional archives: – Huey Long's comments that the difference between Democratic and Republican policies was like two patent medicines – Hipolaram and Lopahiram – one manufactured from the bark of the slippery elm taken from the top down and the other manufactured from the bark of the slippery elm taken from the bottom up.

– After one of Keyserling's articulate and passionate pleadings, the comment of Alexander Sachs (an eminent economic adviser to FDR), shaking his finger in Leon's face: "I would refer you to the 17th verse of the 28th chapter of the Book of the Prophet Ezekiel, 'Thou has corrupted thy wisdom by reason of thy brightness.'" Then still shaking his finger at Keyserling, Sachs went on, "I would have you know that from the original Hebrew, the word 'brightness' could as well have been translated 'arrogance.'"

– Colean's reflection on Sherman Adams as a devious and hypocritical character: "As a matter of fact, he attended St. John's Church where I was a vestryman, and I was always amused to see him come out of the service clasping his prayer book, with a sort of 'Jesus loves me' expression on his face."

*Reviewed by Louis Winnick
Division of National Affairs
The Ford Foundation*

Promoting Upward Mobility in Newark

by Muriel Williams-Middleton

Believed to be unique to public housing as it is to the City of Newark is the Division of Family and Community Services of the Newark (N.J.) Redevelopment and Housing Authority (NRHA).

Delegated to serve 43,000 resident families – an average of 248 cases monthly – the Division is the only centralized, complete and direct referral service available to the inner city. Such a service, rendered to one-third of Newark's population, understandably

impacts positively on nearby communities.

The Division chief, Fred D. Butler, once a project manager, conceived the concept of the networking of services which undergirded the Division's growth.

As a tenured employee for 14 years I can remember when social services available in public housing were determined by the project managers. It was long thought that it was the responsibility of housing



NHRA has two adult day care centers.

managers to design the programs to answer the on-site needs of their particular tenants. This left the scope of services up to the discretion of the individual project manager.

Today we are a complete Division of Family and Community Services for the entire Authority with a staff of 40 professionals and paraprofessionals. Programs range from youth development, homeownership counseling, job training, case-work and referral, to adult and child day

care. Also built into the Division's system is a monitoring unit, established for the purpose of grant development and program evaluation.

The Monitoring Unit is vital to the programming of the Division. It provides statistical data which details the effectiveness of our services. We evaluate case studies, referral turnover rate and individual performance. The benefits of this function outweigh any undertaking of additional paperwork, prevent

over-service or duplication in the specific areas and help to assess the design of activities. The data gathered is substantially impressive, which in turn heavily supports our grant applications and in effect increases our funding resources.

Housing Counseling and Other Services

Homeownership Counseling represents, for the most part, how our Agency is involved with neighborhoods. This counseling service, sponsored by the City of



Young adult residents of NHRA housing receive job training at no cost to the agency.

Newark and the Newark Redevelopment and Housing Authority, was designed to save and prevent further deterioration of homes due to improper maintenance. Because of the Authority's concentrated involvement with housing, the U.S. Department of Housing and Urban Development requested that we participate in a training program for Comprehensive Homeownership Counseling. We did, and by 1973 the NRHA was certified as the official counseling agency for homeowners. Since then it has maintained its

objective to save homes from foreclosures, reduce abandonment of property, preserve neighborhoods, assist renters and educate potential home buyers.

Other services, such as youth development, elderly affairs, casework and referral, and hispanic affairs, have been key to our commitment to creating viable communities within public housing. Our youth program induces leadership as well as promotes academic achievement. Not only does the program foster education, it

also provides recreational activities that are placed on exhibit tours throughout the City and the Nation. Our youth programs annually host drill team and boxing tournaments; similarly, plans are in the making with a private corporation to sponsor citywide Olympic games.

Manpower, a local employment and training agency, has developed a challenging program in conjunction with our Division, that of job training for stationary firemen. At no cost to the Authority we



Four day care centers located at key project sites are available for NHRA residents and the nearby communities.

are able to train and employ young adult housing residents as firemen to man our boiler systems. This program offers its participants a high school diploma, State fireman's license and an official seal. These certifications will enable the residents to find employment either at the Authority or anywhere throughout the State. In addition, Manpower is training 25 youths in maintenance repair.

Available citywide are our Elderly Affairs Services. Their most interesting feature is the Sunshine Tele-Service Program, developed by our Division. Volunteers make telephone calls on a regular basis to elderly residents throughout the City just to inquire about their wellbeing and to offer needed services. At various project sites there are volunteer residential aides who are paid a monthly stipend to assist shut-in elderly persons with their food shopping, transportation, and medical followup. Simultaneously, the Authority has opened two adult and four children's day care centers. At the adult centers we offer blood pressure screening, dental and eye examinations, as well as a nutritional lunch program.

Our children's day care centers, operating at key project sites, are available to housing residents and, if needed and there is room, to nearby city residents. Under Title XX monies, the centers, coordinated by two social workers, offer family consultation and treatment. Admittedly we are seriously understaffed. This circumstance diminishes the number of participants.

Tantamount to the specific programs are the direct counseling and referral services which respond to many social problems. The supervisor, who is also a professional social worker, is assisted by a staff of eight case workers and seven field representatives (most of whom are sponsored through CETA funding). Their motto is "No one is ever turned away."

Serving public housing residents predominantly, this referral service is expanding due to its downtown location. Some referrals come directly from the streets. People feel they know us and we are accessible to them, but nonresidents are temporary clients; we make the initial interview and see the client through to his referral contact. Known for their quick referrals, our social workers and staff have a good reputation as reliable professionals. The general turnover time is about 2 days, but of course the severity of the problems determines the actual response time.

Our approach to good social services and community relations is accomplished through personal rapport with our clients. Staff are encouraged to interface with each other as professionals and as a conscientious team.

Professional development is encouraged through our in-house training program, which provides for training in paraprofessional development, writing proficiency, administrative management, social casework, and group dynamics (specifically for our tenant associations); it also includes new employee in-service training. This all helps to develop a common professional approach among coworkers. These activities lay the groundwork for fulfilling a basic function of public housing, that is, to aid in the upward mobility of its residents.

Ms. Middleton is Assistant Chief, Division of Family and Community Services, The Newark Redevelopment and Housing Authority.

Multiple Benefits Derived from Public Housing

Since its inception in 1937, the Public Housing Program has given many citizens of this Nation their first opportunity to live in decent, safe and sanitary housing at a price unobtainable in the private market. For a cross section of Americans this program has enhanced and continues to enhance opportunities not only for housing but for recreation, education, health maintenance and a wide range of social services. For many families and individuals, the results are a boost in self esteem, new confidence, assertiveness, pride and upward mobility. This is particularly evident in cases wherein management works hand-in-hand with residents, displaying mutual respect and in cases in which private and public social services are available through cooperative efforts on the part of management and social welfare agencies.

Examples of upward mobility in public housing abound. Out of Saginaw, Michigan come the following accounts provided by the Saginaw Housing Commission.

Phyllis Andrews

In April 1963, I came to Saginaw for a visit which turned out to be permanent.

Although I worked off and on for the next few years, due to health reasons, I was forced to quit. Living on welfare and with my sister and her husband, who at that time had five children, I soon realized that because of overcrowded conditions and a lack of privacy for me and my daughter, two years of age, I would have to move.

As one of my sisters had previously lived in public housing, having rented from the Saginaw Housing Commission, I applied,

completely unaware of what public housing was about, or what it was for. After a few months' wait, I was informed that I was scheduled for an apartment. Upon seeing the apartment for the first time, I didn't think anyone could see or feel the excitement I felt. After all, I had only been used to living in one room or sharing all facilities with others; then I found myself quite suddenly having two bedrooms, my own bath, kitchen, living room and utility room; I was overjoyed. On January 1, 1966, I signed my lease.

After moving in, I soon became familiar with the office staff, engrossed in the variety of work they performed and the many free services the Commission offered, from consultation on rent problems to housekeeping. When the tenants' council was formed a year later, I became the secretary, performing my duties accordingly, never realizing that because of my interest in this organization, that in January 1968, I would be employed by the Saginaw Housing Commission as a clerk typist.

My interests grew and I tried to learn all I could about public housing so that I could inform others. It was during this time that I discovered much of the public was totally unaware of public housing or what it stood for.

As the years passed, I looked back on my accomplishments with pride. With my first check, I purchased a new living room suite; with my second check, a kitchenette set. As time went on, I purchased other needed household items that I was unable to afford previously. I was also able to purchase new clothes for my child and a nephew who, by then, was living with me — instead of buying from rummage sales.

Not only was I able to put my nephew through high school, but my daughter as well. Soon, my daughter received her diploma from a modeling school in Detroit, and I watched her with pride a

month ago when she received two certificates, one for data processing and the other, for key punching. My daughter is now preparing to enroll in a local college.

On June 21, 1971, I moved out of public housing and signed a purchase agreement to purchase my own home under the Homeownership Program.

As for my employment with the Commission, I advanced from a clerk typist I to a III and am presently the personal secretary to the Executive Director, a job that I thoroughly enjoy and hope to maintain for years to come.

These accomplishments of mine, I believe, would never have been realized if I had not been a tenant of low-rent public housing. Like me, too many people were and are unaware of low-rent public housing, which is safe, decent and sanitary, nor of the services offered and provided. Too many people are unaware that public housing not only gives them a chance to dream their dreams, but helps them obtain their goals in life.

Although public housing was temporarily a stepping stone for me, I am glad it was available when I needed it. Without low rent public housing, I do not believe my accomplishments would have ever been realized.

For those who have never heard of low-rent public housing and for those who read this article, I sincerely hope you will take heed and investigate whether or not you have public housing in your city. If so, apply and if you qualify, move in and become actively involved. I did, and I am a success.

Larry H. Polk

In 1960 my family moved into the Daniels Heights Public Housing Project, because of the services it provided and its affordability. I was about eight years old at the time. Along with a sister and a baby

brother who came later, my mother reared me through the next 10 years in Daniels Heights with a general degree of success, much to her credit. Also with the help of good neighbors, who were more like extended family members, my upbringing was as fulfilling and educational as it could possibly be.

I left Daniels Heights to attend Eastern Michigan University in Ypsilanti for the next four years, where I received my bachelor's degree in business administration. My sister attended the same college for two years. A year later, in December of 1975, I rejoined the Daniels Heights community, not only as a long-time resident, but as an employee of its office staff — an account clerk. In October of 1976 my family moved out of Daniels Heights, leaving behind many friends and over 16 years of fond memories, but we all come back to visit frequently.

Having worked for the Housing Commission for three years now, I hope to be given more serviceable responsibilities in direct relationship with the community and its people. Yes, the small contribution I hope to give back to Daniels Heights might help others as Daniel Heights helped me.

Jerelean C. Goins

In September 1971, I was receiving assistance under the Aid to Dependent Children Program. I did not get enough aid to support my child and myself. The apartment which we occupied was not decent; however, it was all I could afford.

A neighbor informed me about the Daniels Heights "projects." I called and asked how to apply for an apartment. After obtaining the information on eligibility, I immediately began to fill out the application and fulfill other requirements. In November 1971, I was called and offered an apartment for two, which I gladly accepted.

This apartment in Daniels Heights really gave me a new start in life. However, there have been rough spots also. When I had settled down and my son was in school, I began to seek employment. I found a job, and worked for three years. But, due to personal reasons, I had to resign.

In the next one or three years, I devoted myself to being a full-time mother until I became bored. I knew a couple of employees at the Saginaw Housing Commission and I was told to watch for job possibilities in the *Blazer*, a newsletter, that is issued each month to residents here in Daniels Heights.

At the same time, I continued to exhaust the Michigan Employment Security Commission (M.E.S.C.) for jobs.

The counselor at the M.E.S.C. office suggested that I take some classes to help me gain skills in seeking employment. I was given an aptitude test to see where and/or for what field of work I was best suited. The counselor then entered me in a clerk-typist program at Saginaw Business Institute in August 1974; I completed the course in December 1974, with a clerk-typist certificate.

Later in 1974, I noticed a clerk-typist position ad in the *Blazer* for the Saginaw Housing Commission's Social Service Department. I applied and took the typing test at Saginaw City Hall. Later, I was interviewed and called to take the position.

After becoming an employee at the Social Service Department, I thought of going to Delta College. I completed two years and received an Associate in Arts degree with high honors in education. I have a Sociology minor and feel that these two fields of education will be very helpful in the community of Daniels Heights since we deal directly and indirectly with the children as well as adults.

I am now a Junior, attending Saginaw Valley State College and studying toward a degree in secondary education. Becoming an educator will help me in assisting with the children of the Daniels Heights Social Service Recreation Department. A knowledge of sociology will enable me to handle social problems in this area.

My son completed high school, served two years in the United States Marine Corps and finished as a Corporal. He is working at the Saginaw Central Foundry. We have made it successfully this far. I am available to the community and my employers with whatever service I may be able to render.

Last, but not least, I worked two years as a temporary employee to prove that I could do the job. My immediate supervisor then recommended to his supervisor that I should be given a permanent position here at the Saginaw Housing Commission. The director took the recommendation to the commissioners and now I have a permanent position here at the Saginaw Housing Commission's Social Service Department.

During the last 40 or 50 years or so, there has been a shift in emphasis from making one's way in the world of work or business to finding one's self. So being here has led me to finding myself and has given me time to decide what to do with myself in the future.

Federal Mobile Home Program Enters Its Fourth Year

by Tobias A. Gottesman

The Department of Housing and Urban Development (HUD) was authorized by Congress (through Title VI of the 1974 Housing Act) to establish and enforce Federal construction and safety standards for mobile homes used in the United States. To carry out this task, HUD established within its Office of Neighborhoods, Voluntary Associations, and Consumer Protection the Office of Mobile Home Standards.

The Office of Mobile Home Standards was initially organized under the Office of the Assistant Secretary for Housing Production and Mortgage Credit in April 1976. It was later transferred to the Office of the Assistant Secretary for Consumer Affairs and Regulatory Functions whose functions were incorporated in a newly created Office of Neighborhoods, Voluntary Associations and Consumer Protection.

The purposes of the Congressional authorization (The National Mobile Home Construction and Safety Standards Act of 1974) are "to reduce the number of personal injuries and deaths and the amount of insurance costs and property damage resulting from mobile home accidents and to improve the quality and durability of mobile homes." On December 18, 1975, HUD published construction and safety standards which govern the design and construction of mobile homes. On May 13, 1976, HUD published procedural and enforcement regulations which describe and establish an enforcement system to assure compliance with the standards and to



Ms. Patricia M. Worthy (center), HUD Deputy Assistant Secretary for Regulatory Functions, is shown presenting credentials to members of the staff of the Office of Mobile Home Standards. The credentials identify them as Officials of the Office of Regulatory Functions and authorize them to investigate matters pertaining to the Federal mobile home standards program. (l. to r.) Toby Gottesman, Director of the State and Consumer Liaison Division, Tom Rowell, Ernie Kahlan (rear), Bill Bowles, Maynard Curry, Luis Rivera (rear), Ms. Worthy, Jim Phillips, Jack Diehl (rear), Tom Tang, Nancy Tenney and Stu Margulies.

assure that consumer complaints are adequately handled.

The Office of Mobile Home Standards generally carries out its responsibilities by developing and issuing construction and safety standards for mobile homes and amending such standards as the need arises; developing and implementing procedures for enforcing manufacturer compliance with such standards and amending these requirements as needed; assuring responsive handling of consumer complaints; and evaluating the effectiveness of the program on an on-going basis. Working with HUD's Office of Policy Development and Research, the Office of Mobile Home Standards helps assure that applicable research and testing programs are carried out.

Broad Participation

The program enlists the participation of various organizations. States participate in the program by organizing State Administrative Agencies (SAA's), approved by HUD to oversee manufacturers' handling of consumer complaints and "recalls" of certain defective mobile homes. Manufacturers contract with HUD-approved third-party engineering firms called Primary Inspection Agencies (PIA's). Such organizations are responsible for reviewing and approving designs for mobile homes and for inspecting the manufacturing process of mobile homes in the factory to assure compliance with the Federal standards. Continued

approval of such organizations is contingent upon continued adequate performance as determined by HUD monitoring.

A key aspect of the program is the handling of consumer complaints by manufacturers. SAA's and HUD have a primary responsibility in overseeing this manufacturer responsibility.

Under the Act, HUD has five primary responsibilities: (1) establishing Federal Mobile Home Construction and Safety Standards; (2) enforcing such standards; (3) conducting research, testing, development and training; (4) providing specific protection and information to consumers; and (5) providing statistical information and reports.

The standards promulgated by the Department preempt State and local mobile home standards or codes. The Act states: "Whenever a Federal Mobile Home Construction and Safety Standard established under this title is in effect, no State or political subdivision of a State shall have any authority either to establish, or continue in effect, with respect to any mobile home covered, any standard regarding construction or safety applicable to the same aspect of performance of such mobile home which is not identical to the Federal Mobile Home Construction and Safety Standard."

Scope of Federal Standards

The Federal standards cover the entire design and manufacturing process for all residential mobile homes intended for single-family occupancy and incorporate planning, construction, durability and safety considerations. Mobile homes manufactured for sale in the United States on or after June 15, 1976, must be built in compliance with the standards and must bear a label in a conspicuous location indicating such compliance. Additionally, each mobile home must have permanently affixed to its interior a data plate that provides the owner with specific information about the mobile home purchased. Mobile homes built prior to June 15, 1976, are not covered by the standards.

The standards do not cover commercial units (i.e., offices and storehouse units) since HUD authority under Title VI is limited to residential mobile homes. The standards, at present, do not cover multifamily mobile homes or special units designed for the handicapped. The Department is currently evaluating the feasibility of developing standards for these types of homes.

The Federal standards provide greater protection to the mobile homeowner than

previous standards, and also contribute to durability and livability of the home in several ways. For example, the standards:

- require use of interior materials having a limited flammability in those areas of the home where heat and flames increase the likelihood of inadvertent ignition;
- specify minimum space requirements for livability;
- require improved egress windows or doors in any rooms used for sleeping; (The improvements in the egress windows and doors will allow easier operation in case of an emergency, thus enhancing escape possibilities.)
- limit accepted smoke-detecting systems to those that are most effective, and require that such systems be located where they are most effective;
- adopt specific universal test procedures for all critical elements of the mobile home;
- require that designers of mobile homes consider the effect of transportation shock and vibrations on the durability of the home; and
- require additional insulation and improved methods of calculating heat loss or gain, thereby significantly increasing the energy-saving characteristics of mobile homes.

Organization of Office of Mobile Home Standards

The Office of Mobile Home Standards is organized into three divisions which carry out specific aspects of the office's overall responsibilities. The three divisions are: 1) the Standards Division, 2) the Enforcement Division, and 3) the State and Consumer Liaison Division.

Standards Division

The Standards Division is primarily responsible for developing, amending and interpreting preemptive mobile home construction and safety standards. The Division interfaces with the Office of Policy Development and Research, which develops areas of research relating to

mobile home construction and safety. The Division monitors this research and attempts to keep abreast of research performed by other agencies and private organizations.

Enforcement and State Liaison Division

The Enforcement Division develops, amends, and interprets regulations and enforcement procedures to assure compliance by manufacturers and other participating entities with the Federal Mobile Home Construction and Safety Standards. The Division approves and monitors State and private inspection agencies who act as independent third parties in the review of the design and construction processes of mobile homes. The Division also monitors the activities of HUD's contract agent, the National Conference of States on Building Codes and Standards.

State and Consumer Liaison Division

This Division has, as its primary responsibilities, reviewing State Plans and the monitoring of State Administrative Agencies, administering a system for overseeing mobile home manufacturer responses to consumer complaints, and operating a mobile home recall program. The Division is also responsible for collecting and disseminating data on mobile home failures, defects, and accidents, coordinating Advisory Council meetings, editing the Annual Report to Congress, and recommending amendments to enforcement regulations as appropriate.

Other HUD Offices

While not an integral part of the Office of Mobile Home Standards, general support and major contributions are made by the following HUD offices.

Office of Policy Development and Research

The Office of Policy Development and Research, as one of its departmental responsibilities, develops in coordination with the Office of Neighborhoods, Voluntary Associations, and Consumer Protection, a multiyear mobile home research program that meets the Secretary's responsibilities under the Title VI Act. To accomplish that goal, the Office develops and directs a series of technical and economic research projects designed to provide objective, scientific evaluation of the effectiveness of the Federal Mobile Home Construction and Safety Standards. It is also responsible for all major research. The Office also conducts research studies relating to mobile home parks, disaster mobile home activities and manufactured housing. The Office publishes and disseminates the research results and recommendations in the form of briefings, reports or guidelines to the appropriate HUD program office, to counterpart scientific and technical groups and to the public.

Office of General Counsel

The Office of General Counsel assists in drafting regulations and other issuances and provides general legal counsel to the office. They provide the legal documents required to enforce the Act through administrative proceedings and represent the Department in litigation and administrative proceedings.

Mr. Gottesman is Director, State and Consumer Liaison Division, HUD Office of Mobile Home Standards.

The Marietta-Cobb Community Service Center

How Community Involvement Helps All Senior Citizens in Georgia's Cobb County

by Cheryl Shramm and Linda Pearson

Editor's Note: The coauthoring of this article is of special significance: Cheryl Shramm, now at the Atlanta Regional Commission as the Chief, Aging Division, was the initiator, organizer/developer/builder of the Senior Citizen's Community Service Center herein described and uniquely administered by the Marietta Housing Authority, and the sponsoring agent for elderly services throughout Cobb County; she works closely with her

successor, the present Director of the Marietta-Cobb Community Service Center, Linda Pearson.

To keep older adults in their communities as long as possible — this was the original objective in the development of community-based services for the elderly. Problems associated with aging are often caused, intensified and/or perpetuated by one another, problems such as fixed incomes, high medical and dental costs, increased need for personal care, nutritional deficiencies, limited mobility, isolation, and loneliness. Ideally, service availability impacts on the sum of interrelated problems.

Services for the Elderly

In the past decade, funds for programs for the elderly have become more readily available, and communities have responded by initiating services which are



Some 75 meals are delivered every day by volunteers.

specifically designed to meet the needs of the elderly. Services such as transportation, homemaker and chore assistance, home health assistance, congregate and home delivered meals, and volunteer opportunities are a few common to many communities across the Nation. There is no question that these services have had a significant and positive impact on the well-being of the elderly.

Advantages of Diversified Funding

However, because of the restrictive funding maze, communities rarely realize the full benefit of available services. One agency might provide transportation services, with another providing home services, and still another providing congregate meals. In other situations, an agency might provide a number of services but must restrict utilization because of respective funding source eligibility requirements such as age, income, and area of residence. In other words, services will be restricted if community agencies do not establish a diversified funding base. However, with integrated funding, agencies do not have to adhere to countless limitations and can offer a variety of needed services to an entire population.



Ladies examine calico cat at the Senior Consignment Shop, cosponsored by the Senior Citizens Council and the Marietta Cobb Community Service Center.

A case in point is the Marietta-Cobb Community Service Center (MCCSC) in Marietta, Georgia. The Marietta-Cobb Community Service Center was formed in July 1972 when the Marietta Housing Authority (MHA) expanded its Social Services Program component. Initial funding obtained through the Georgia Department of Human Resources provided transportation and home services to residents of Cobb County age 60 and older. The transportation services enabled senior citizens to get to medical facilities, doctors' offices, food stamp centers, and shopping areas. Home services enabled those senior citizens unable to care for their own homes to continue to live at home with a homemaker performing necessary household chores.

Elderly Services

It should be noted that the Georgia Department of Human Resources could not justify a service delivery system that was restricted to Marietta elderly living in public housing because of the limited number; it therefore proposed that the Marietta Housing Authority be the sponsoring agent for elderly services throughout the county. The Marietta Housing Authority agreed to assume this responsibility and provided the managerial support necessary for program development and expansion.

The Marietta Housing Authority, created in 1939, manages 688 family units (including elderly) and 202 units specifically for the elderly within Marietta, a city of 32,500 located in Cobb County, the third most populated county in Georgia (266,500). In 1978, the Housing Authority initiated a countywide Section 8 program of 400 units at the request of the Cobb County Commission.

Through intensive study and analysis of information on aging, county surveys of its aging population, economic indicators and projections, and practical experience with senior citizens, the Authority came to

understand aging as an interrelated social, psychological, physical, and economic process with the desired result of this process being a dignified independence. The MHA/MCCSC flourished and expanded its operations to include 21 comprehensive programs and 95 staff members with the ultimate goal of helping older adults acquire dignity and maintain independence.

Broad Range of Services

Services presently include transportation, homemaker, chore, and health services; senior citizens centers, nutrition services, including congregate meals (240 per day) and home delivered meals (75 per day), adult day care, recreational services, outreach services, information and referral, volunteer opportunities, sick room closet, a Senior Citizens Council, a Senior Citizens Discount Card, a country store, home repair and maintenance program, a senior employment service, a multipurpose senior center, a home weatherization program, and residential care. Legal services are provided in cooperation with the Atlanta Region's Senior Law Project.

Lower transportation costs, preventive maintenance on dwelling units, provision of meals, and opportunity to sell handmade merchandise reduce the cost of living for individuals. Medical needs are more easily met through transportation service, preventive medical programming, and personal care of physically-impaired persons. Social/psychological components of the aging process are addressed through group activities, self-expression and creativity in arts and crafts, and social relevance through active involvement in decisionmaking processes. This array of comprehensive services would not be possible without the managerial support of the Marietta Housing Authority and an integrated funding base — a base which

includes 15 sources of funding and a total budget of over one million dollars.

Local match and/or donated space is provided by Cobb County and the cities of Marietta, Smyrna, Acworth, Powder Springs, Kennesaw and Austell in addition to the Marietta Housing Authority's primary base of support.

Initially, grant preparation can be very cumbersome but most grant proposals require inclusion of similar information: project need and background, program goals and objectives, implementation procedures, service eligibility, project staffing, a line item budget, and operation procedures including coordination of services, project evaluation, records and supporting data, staff training, and supporting community resources. Regional and State grant reviews also seek information common to most application requests.

Transportation Services – Multiple Funding

Let us examine the integrated funding of one particular service, that of transportation, which is indicated as the most needed service by the elderly throughout the county.

Title XX of the Social Security Act, Titles III and VII of the Older American's Act, Title II of the Comprehensive Employment Training Act, County Revenue Sharing, and XVI B of the Urban Mass Transit Act (pending) all contribute a percentage of monies necessary to operate the MHA/MCCSC transportation system. Title XX pays a percentage of administrative and driver salaries, gas, oil and maintenance; Title VII pays a percentage of vehicle insurance; Title XIX pays for selected medical transportation; Titles II and VI pay drivers' salaries; Revenue Sharing pays a percentage of vehicle insurance and gas, oil and maintenance; and XVI B is scheduled to pay for several new vehicles.

In order to remain accountable to these particular funding sources, the number of "transportation service units" is reported to the respective governmental departments with the percentage of clients served under each grant equaling the percentage each funding source contributes in relation to the entire budget. Fiscal reporting and accountability must not be minimized, but this article does not address specific accounting procedures because of the complexities involved.

The result of such funding diversity within the transportation unit is that any adult 60 and over living in Cobb County, Georgia, regardless of income, can utilize the MHA/MCCSC transportation. Statistics indicate that during an average month, over 6,000 transportation services are provided. Service referral is also minimized, for one phone call connects an older adult not only to transportation but to an entire service system – a system that directly affects the total well-being of the service recipient.

Senior Citizen Discount Program

Another positive result of funding diversity is its magnifying effect on service delivery. Once the administrative staff is in place, additional services can be implemented with little additional funding. One example is the Senior Citizen Discount Card. It is highly doubtful whether any particular funding source would consider this a top priority, but its value is certainly apparent. With administrative and clerical staff support, a group of older adults were able to implement a massive senior discount program which presently includes over 225 participating merchants and over 4,500 card-carrying members. A civic club paid the initial printing costs and the MHA/MCCSC provided staff to help organize the system. However, the program is basically self-sustaining and represents a service that involves a

commitment of the entire community at little cost to the supporting Authority.

Residential Care Facilities

Another example of a service that can be implemented with a limited amount of outside funding once the administrative staff support is in place is the MCCSC's newest venture – the establishment of a residential care facility. An older home in a rural community is being renovated and will house eight older adults who need only limited supervision. No funding source specifically allows for start-up costs for such a needed service. However, Title III absorbed some budget items previously assigned to Revenue Sharing. This budget revision resulted in availability of funding for building renovation and one direct service staff position. Title XIX and Title XX will reimburse for placement which will be combined with revenue from private pay clients to insure a cost effective service.

Development of Community Involvement

It is apparent in these examples that one must understand funding versatilities as well as parameters. One must also realize that Federal and State dollars are limited. Therefore, a firm base of community support must be developed by the sponsoring PHA. "Free" use of public and private space, utilization of existing staff in both public and private agencies, recruitment and utilization of volunteers, and involvement of civic groups are just a few examples of how a community can become involved. With involvement comes a stronger commitment to the success of the program.

The Housing Authority working together with the community, using funding from both the private and public sector, can realize the full potential of community-based services and thus enable its older citizens to maintain a dignified lifestyle.

Some Important Nashville Citizens

by Rande Rogers

There are many, many outstanding examples of church, civic, business and professional citizens who are long-term residents of public housing in Nashville. The following profiles provide a sense of the warmth, sharing, and good neighbors that typify the present and past resident leaders in some of Nashville's public housing developments.

If you're black and live in Nashville, you must know **Lucile Barbee**, an institution herself. Lucile has lived in John Henry Hale Homes for 30-plus years and has been in business on Jefferson Street in North Nashville for 20 of those years. Jefferson Street has been the heart of North Nashville almost forever, but it is changing.

Ms. Barbee's little barber shop is representative of the many small businesses



Lucile Barbee

that have made the street so personal. But like other communities, the Jefferson Street area is threatened by change. Gorgeous homes and thriving businesses may have been neglected in North Nashville, but hope resides there. "A lot of North Nashville residents, political leaders and others are getting together to save Jefferson Street," says Ms. Barbee. "If a young person wanted to open shop today I'd say 'don't', but I think in a few years I would say 'yes.'"

Another of Ms. Barbee's claims to North Nashville is her untiring gospel music interest. She is a favorite emcee for church programs, having that special talent for getting people involved and "feeling good." Sundays or week nights she is somewhere helping churches bring the gospel to the people through song.

Ms. Barbee has also had a radio show on WVOL since the 1950's. She includes gospel music, church announcements, personal remembrances, and interviews in her programming. If you want to know about North Nashville's church scene, WVOL on Sundays at 10 a.m. is where to be.

Neighbors are usually special because of small commitments they make to the community and friends. Perfect examples of "good neighbors" are **Will and Minnie Mabrey** of Edgefield Manor:

Will, 87, and Minnie, 79, are flower enthusiasts, using their skills in flower gardening to brighten the lives of all the residents of Edgefield Manor. One can usually find fresh flowers placed around the management office and community room by the Mabreys for everyone to enjoy.

But the Mabreys don't stop here. Their enthusiastic spirit gets them involved in other volunteer tasks around Edgefield Manor. One such task is the raising and lowering of the American flag. Rain or shine finds the Mabreys twice a day in the

circular knoll in front of the highrise showing their great love for their country. "We had two sons who served in World War II. Both came back safely, but each time I raise the flag I think of the many sons who didn't make it back," says Mrs. Mabrey.

Minnie is a faithful member of Edgefield Manor's Resident Association and one of its past presidents. She serves in the manner in which she typically faces life — with a sincere smile.



Will and Minnie Mabrey, Edgefield, Manor

Thirty-seven-year-old **Joyce Harris** is an newcomer to public housing. Her younger years were spent in Andrew Jackson Courts and John Henry Hale Homes, but in her last 7 years she has been a prominent resident of Preston Taylor Homes in West Nashville.

Nashvillians can see Joyce daily at her corner as the favorite patrol mother. She knows all the children and passers-by "by name or by action," she says.

After serving on the Councilman's Neighborhood Advisory Panel, Joyce became

President of the Resident Association. Her main activities include the community and her church, where she spends the majority of her time as President of the Usher Board, composed of young people 14 to 18 years old.

Joyce attributes her concern for the community to her pastor and has passed this concern on to her children. Michael, age 18, is captain of the Cohn High football team, while younger brothers Daryl, 15, and Reggie, 12, seem to be following suit. This, of course, makes Joyce head of the neighborhood committee on transportation to all the games.

Joyce is looking forward to the new Public Housing Urban Initiative Program coming to Preston Taylor Homes. She, of course, plans to be involved in all aspects of planning for the program.

Ms. Harris says, "This neighborhood has people who are mainly proud of their community, and what others say is not always true. A lot depends on the attitude of the residents and how they handle their

personal business. These new changes that we're getting will help more people to be proud."

Mildred Hamby is a Nashvillian and a well known resident of Parthenon Towers. Mildred's activities as a member of the Mid-Cumberland Council of Government and past President of the Resident Association may not at first seem extraordinary, but Mildred has been blind since 1956. "I don't really live blind other than that I can't read print, or drive a car," she says. But Mildred has done a great deal more than that. She has served as a friend and helper to many others who are facing loss of sight. Her positive attitude and willingness to try have brought her a long way.

Last year Mildred became an employee of WPLN, the public radio station, under a special Federal program — Senior Citizens Service Project. Mildred has been a volunteer for the station for years but now has two shows of her own on "The Talking Library," "Home Scene" and "Close-up" are both interview shows

which provide responsibility to special programs in the community as well as to problems facing handicapped persons. You can always get a good recipe, too.

Ms. Hamby's concerns for those with sight problems — such as unmarked elevator buttons and grocery shopping seem to lack emphasis when she talks of the safe, comfortable home she has in the Parthenon Towers highrise.

Edgefield Manor has its own resident entertainer, **Sidney Harkreader**.

"**Fiddlin' Sid**," as he is known on the stage, always has a smile on his face as he tells about his full life as a country musician. Sid, teamed with Uncle Dave Mason, was the first fiddling act at the Grand Ole Opry in 1928 at the famous Ryman Auditorium.

Sid bought his first fiddle for \$3.95 from Sears Roebuck and Company after trapping rabbits to pay for it. Family tradition has it that his great grandfather was a



Joyce Harris, Hale Homes — favorite patrol mother



Author, Randee Rogers (left) Community Services Coordinator, and Mildred Hamby

German violinist, but basically Sid just "got a knack for the fiddle."

Sid remembers getting paid \$1,000 to record 24 tunes in 1972 and that "was enough to buy a house and a lot in those days." The recording business collapsed during The Depression but with the repeal of Prohibition and the opening of taverns with jukeboxes in the thirties, the business soon started booming again.

Sid still likes the old country music and people who try to keep it alive, like Roy Acuff. "I've noticed over the years that music is changing to keep up with the times, but fiddlin' will kinda stay the same." Tunes like "Turkey in the Straw" have become country music classics.

You might see Sid at Ernest Tubb Record Shop some Saturday night, but you can always see him as the "toe tappin'" fiddler at Edgefield Manor.

Randee Rogers is Community Services Coordinator, Nashville Metropolitan Development and Housing Agency, Nashville, Tennessee.



Sidney Harkreader (left) and Mazor Richard Fulton, Edgefield Manor

Two Who Overcame

by Ann Mull

Maurine Layson is a native and lifelong resident of Toledo. She and her husband, now grandparents of eight, have raised a family of six children, first in conventional public housing, and more recently in the Housing Authority's homeownership program.

The Laysons exemplify tenants who have survived and overcome difficult financial periods in their lives. They are grateful to have found the opportunity to own their own home and have become involved in the home buyer's association and their community, which is in a suburban area of Toledo.

Maurine Layson first became active in tenant organization activities approximately 10 years ago when she offered to assist the community services department to form a neighborhood group within the scattered site family development where she lived. Within a short period, Maurine gained the necessary self assurance to move on to a leadership role as vice president of a newly created authority-wide Central Resident Council (CRC). Within 2 years after the council was formed in 1972, she became chairman of this organization. Her dynamic leadership and untiring dedication contributed to the recognition of the CRC by public housing residents and the community at large as a forceful and meaningful tenant advocate organization.

In 1976, the coordinated efforts of the CRC membership and other community groups concerned about housing influenced the appointment of Maurine Layson to the Lucas Metropolitan Housing Authority (LMHA) Board of

Commissioners. As a commissioner, Maurine continues to be concerned about tenant interests and is available to assist with tenant training programs and other tenant related causes. Her objective and common sense approach to problem issues makes her an outstanding representative on the LMHA board. She is an example of a public housing tenant who can be proud of her achievements as a parent and as a participant on the LMHA board and in other organizations working in the area of low- and moderate-income housing throughout the Toledo metropolitan area.

Arvella Sander resides at Vistula Manor, a high-rise facility of the Lucas Metropolitan Housing Authority in downtown Toledo, constructed expressly for the handicapped and elderly.

Miss Sander, a polio victim at 17, has needed braces and crutches, and in recent years a wheelchair to get around.

She is the founder and chairman of Barrier Free Toledo, a committee that has worked for local improvements such as accessible buildings, sidewalk ramps, public transportation, and special parking for the handicapped.

In 1977, Miss Sander represented Lucas County at the White House Conference on Handicapped Individuals. She has also been actively involved in the most genuine, substantive ways in numerous other groups for the handicapped. She is a past national president of the Indoor Sports Club, Inc., an organization of physically handicapped adults; past national chairman of the Architectural Barriers Committee for the Congress of the Physically Handicapped and also for the Indoor Sports Club; a member of the American Standards Association;

Secretary of the City's Citizens Steering Committee for Independent Living; managing member and trustee of the Toledo Society for the Handicapped; local president of the Christian League for the Handicapped; and board member for several other agencies which deal with the handicapped.

In 1963, she was given the Gallantry Award, the highest honor of the National Society for Crippled Children and Adults.

In 1973, She and the Barrier Free Committee were presented the Chairman's Award from former Governor John Gilligan's Committee on Employment of the Handicapped.

Miss Sander has lived independently and supported herself with several jobs, including work as a secretary and counselor at the Opportunity Home of the Toledo Society for Crippled Children for 17 years. Later, she worked in the radiology department of a hospital and then as a medical secretary in a doctor's office.

About 7 years ago, while she was climbing the stairs at the doctor's office, Miss Sander took a bad fall, which hospitalized her and resulted in her permanent confinement to a wheelchair. That's when she decided to start Barrier Free Toledo. In fact, through her work with Barrier Free, Miss Sander was offered her latest job as project manager of the Handicapped Identification Center for the Toledo Area Regional Transit Authority. She is delighted that the office is at Vistula Manor.

Battling physical barriers is just one part of the fight which Miss Sander wages. There are attitudinal barriers as well. When she was young, she recalls that people treated her like "a freak," or some would just stare. She also adds that members of the professional fields helping the



Arvella Sander

handicapped are not always sensitive. Sometimes when they profess to work along with the handicapped, they end up taking over the whole thing and leave the handicapped sitting on the sidelines. But Miss Sander is philosophical and says that such attitudes are just another item to add to her list of barriers which she hopes to abolish.

Ms. Mull is Community Services Director for the Lucas Metropolitan Housing Authority, Toledo, Ohio.

Notebook



Private mortgage insurance activity rebounded sharply in March, after two months of below normal activity, according to private mortgage insurance activity data released by HUD for the month of March and the first quarter of 1979.

HUD's program for the elderly has generally produced good quality housing projects at a reasonable cost, according to a recent study. *Housing for the Elderly and Handicapped*, compiled by the Office of Policy Development and Research, is an evaluation of HUD's Section 202 program from 1959 to 1977.

On April 4, 1979, HUD Secretary Patricia Roberts Harris announced that 34 cities throughout the Nation were selected to receive more than \$100 million for joint public/private development projects to create new jobs, build their tax base and revitalize neighborhoods. The awards, granted under HUD's one-year-old Urban Development Action Grant program, are targeted for 44 projects supported by more than \$745.4 million in private financial commitment. When the projects are completed – most in 2 to 3 years – 12,635 new private sector jobs will be created, and 7640 existing jobs will be saved. The projects will create an additional 16,223 construction jobs.

The Fourth National Conference on Rural America will be held June 24-26 at the Shoreham-Americana Hotel in Wash., D.C. The meeting will be sponsored by Rural America, an organization that serves as an advocate for rural people in such areas as housing, health care, energy and land reform. For information call, Phil Brown: (202) 659-2800.

"Immovable Objects Exhibition III, Urban Open Spaces" identifies the celebration of outdoor public places which will open in New York City on June 26 and run throughout Summer '79. The celebration is being organized by Cooper-Hewitt. The Smithsonian Institution's National Museum of Design. The celebration will include lecture series, walking tours, film showings, temporary street closings, on-site exhibition parks, plazas, playgrounds, recreation, street furniture, public graphics, urban art, waterfronts, pedestrian malls, community gardens and conceptual open space projects. For more information, write Cooper-Hewitt Museum, 2 East 91st Street, New York, N. Y. 10028, or call Ms. Isabelle Silverman, Public Information Officer, (212) 860-6868.

Advocating that local business leaders help fiscally troubled cities improve their operations, the U.S. Chamber of Commerce has published a book that gives businessmen tips on how they can be of service. *Improving Local Government Fiscal Management: Action Guidelines for Business Executives* may be purchased for \$10 from the U.S. Chamber of Commerce, 1615 H St., N.W., Wash., D.C. 20062.

New methods of forecasting the potential impact of proposed State and local projects on communities before Federal funds are committed will be developed and tested by 14 major planning organizations with the aid of \$560,000 in special HUD grant awards.

HUD Secretary Patricia Roberts Harris said five Statewide and nine areawide planning organizations will carry out the 12-month demonstration and described it as "a much-needed counterpart to the national-level urban impact analysis required of all new Federal programs and policies before they are put into effect."

"Consistent with the President's National Urban Policy," she said, "this demonstration calls for a partnership at all levels of government, the private sector, and neighborhood and volunteer groups to work together in carrying out policies designed to improve our urban areas." HUD developed the demonstration in cooperation with the White House Interagency Coordinating Council and the White House staff.

International Affairs



In June 1978 a conference was held in the Netherlands on "Urban Revitalization." It was sponsored by the Johns Hopkins University International Fellows and explored recent urban developments and urban planning and policy. One of the areas pondered by the participants was that of the economics of urban development and the "total approach" necessary to tackle the complex problems which tend to be covered by the term urban renewal. A tentative attempt was made to show some changes in approach, content and effects of urban renewal during the 1960's and 1970's. P. Haberer of the Dutch Ministry of Housing and Physical Planning and Fran Vonk of the Research Centre for Physical Planning assisted the conference participants by preparing a background paper on the "total approach" concept and some of the interesting questions that are part of this approach.

The authors believe attention has shifted from a predominantly economic emphasis (offices and retailing), with a technical approach, to an approach in which housing and neighborhood public participation are key words. This also implies a shift from the "technical" to the "political." Recent changes seem to reintroduce the economic aspects but in a different way from what happened in the early 1960's.

The "merging" of the various aspects into a "total approach" is necessary, hence the term urban revitalization. So much attention is given to policy formulation that effect and evaluation studies seem to be an underdeveloped field of planning research. The new "total approach" forces the pondering of some basic questions posed by the authors.

One group of questions could deal with the reintroduction of economic development — its possibilities, constraints, underlying forces, etc. — in relation to prevailing ideas about housing, lifestyles, mobility, urban form, etc.

The economic problems evoke questions of reconciliation and reviewing of ideas about problems of and in the city. A second group of questions could focus on urban decisionmaking. Particular emphasis should be on the relationship between the private and public sector. Within the latter one, attention should be on the vertical and horizontal organization of government. Crucial in the success or failure of many recent attempts to deliberately bring about social changes, is the role of social urban movements, such as action groups. A third group of questions could be called "technical" as they deal with "the planner in society," his role and his functioning.

Some of these questions are formulated below. There is no doubt that the answers given by the various groups in society would cover a wide range of possibilities, depending on their perception of society as a whole; their position in society; their ideas about cities, city-life and the role of government; and, last but not least, their experience with recent urban renewal, be it private or public.

- Given the strength of the forces causing the spatial deconcentration of economic activities, can society afford a further deconcentration, which will require more infrastructure, more mobility, more energy consumption, and further demographic sprawl and spatial segregation?

- Provided the revitalization of certain parts of the existing urban concentrations is considered, including reintroducing employment in order to improve the economic base for both the population and existing underutilized infrastructure, which activities could or should be included, and under what conditions in terms of the city as a production environment?

- Will these activities provide the types of jobs and level of income which are needed, given the local labor market — its size, educational level, age, structure, and proportion of male and female workers?

- How can an activity mix be made acceptable to a population aspiring to a more or less homogeneous suburban-like, residential district? In other words — how far will the operational scale of

- Previous urban renewal efforts have pushed out economically marginal, small-scale firms which could only operate because of cheap rents. In urban economy literature, these firms are considered to be of eminent importance. What is their role in today's urban economics, and can measures be developed (land prices, alternative premises, etc.) to solve their cost problems?

- How can one reconcile the neighborhood approach, characterized as small-scale, short term thinking, with the need for a long term regionwide approach, including economic planning?*

- What could be the impact of putting more emphasis on stimulating the urban economies for the existing policies on "new towns" and "regional economic development"?

- Some of the developments and concomitant problems, such as suburbanization, are due to a lack of interdepartmental policy formulation and implementation. What has to be done to overcome this interorganizational friction?

- Can society accept and afford the existing disparities inside city-regions and the limited use of manpower as a basic resource?

- Since the public sector operates within the market economy, there are tensions and time lags. What kind of methods or mechanisms can be developed to link the combined decision-making of the private sector with urban/regional policymaking and policy implementation — or are they incompatible?

*A good deal of today's commuting patterns are due to the mismatch between people's residential choice and the locational choice of firms. The authors believe spatial mismatch can be attributed to a lack of regionwide policy formulation and implementation, and the emphasis on the physical structure only. As long as suburban land is significantly cheaper than inner-city land, there will be a strong pressure to suburbanize.

Susan Judd, International Information Specialist

Organizing Older Business Districts in Cleveland Heights

by Greg Balbierz

Urban revitalization activities are critical and sensitive elements for many communities today. The challenge that HUD is helping urban centers attempt to meet is the development of a sound mix of housing, community, and economic services for local residents. In Cleveland Heights, Ohio, an inner-ring suburban city of some 60,000 people, these HUD-funded activities are being pursued in a comprehensive manner to assure a full-service, open, integrated, and well-maintained community.

History and Intent

The City of Cleveland Heights is approaching its 60th birthday with the realization that conservation, preservation, and adaptive reuse of its building stock need to be uppermost in its planning technique. There is no downtown Cleveland Heights *per se*; rather, over the years 11 different commercially zoned retail districts evolved. In the early 70's increasing concerns arose over the signs of incipient decay in these merchant strips. In Cedar-Lee, the largest business area with some 120 storefronts, a neighborhood-based group called Citizens for Cedar-Lee banded together to consider means by which public works, street amenities, increased parking, and an overall improved image could be added. As the city entered the Community Development Block Grant program in 1974, the City Council-appointed Citizen's Advisory Committee (CAC) began in earnest to implement its intent to split the Block Grant funding evenly between residential

and commercially-based improvements. In 1976, the City Council passed Resolution 26 declaring its commitment to a Comprehensive Real Estate and Fair Housing Program. Noteworthy aspects of the nine-point program included a housing service, expanded community and public relations services by the city, and the formation of a Financial Institutions Advisory Committee (FIAC) to speak more seriously to local lending institutions about residential and commercial investment and reinvestment in the City of Cleveland Heights. The success and innovations of such programming have brought the city increasing regional and national recognition. Cleveland Heights has garnered the National Municipal League's All-American City Award *twice* in the last 3 years in recognition of its fair housing and neighborhood development policies.

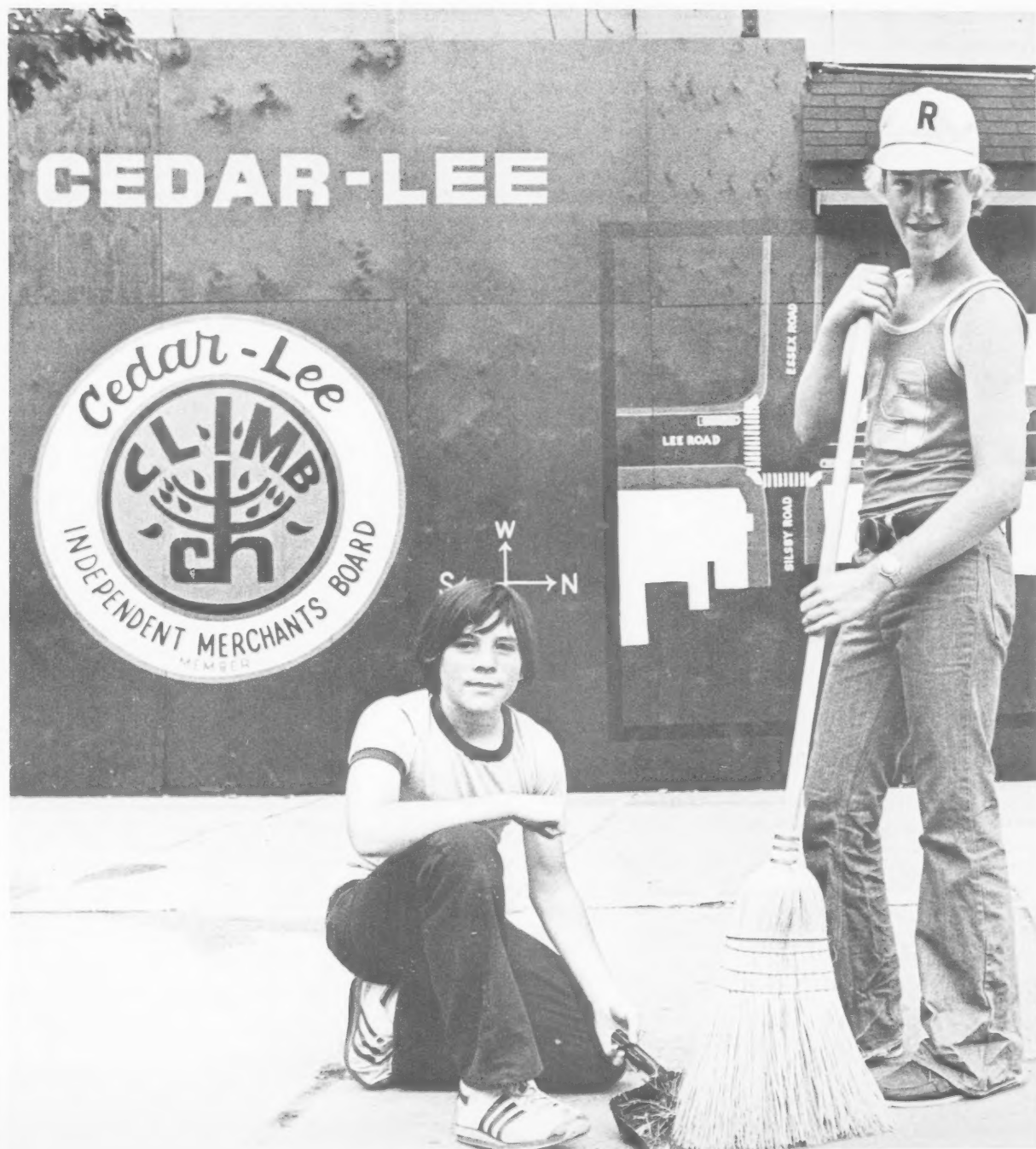
More Needed

In late 1976 and early 1977, the Community Development Staff of the Planning and Development Department began more intensive studies on the physical renewal needs of each of the 11 different retail areas. Organizational meetings were held among merchants and landlords in Cedar-Lee. These included Coventry — the prime Cleveland area example of smart, interesting and *avant garde* shops and boutiques; Cedar-Fairmount — recognized for its distinctive architecture and shops harkening back to carriage trade days; two smaller but strong and relatively healthy Noble Road business districts; and along Taylor Road — rich in its ethnic flavor of being the heart of Jewish life in the metropolitan area. The National Center for Urban Ethnic Affairs and the National Development Council gave significant assistance and support to these efforts. During mid-1977, City Staff began polishing up a companion piece of legislation to Resolution 26-1976, which would be intended to declare the city's Neighborhood Business Revitalization

(NBR) strategies. In September, City Council passed Resolution 63 of 1977, the Comprehensive Commercial Areas Revitalization Program. Resolution 63-1977 includes four components "to implement an overall comprehensive program for the revitalization of business districts within the city to attack the problems of blight, inappropriate land use, code violations, and obsolescence which exist in varying degrees in the business areas." By the end of 1978, nine of the 11 business districts were organized to varying degrees to meet the intent of Resolution 63-1977. The prototype has become Cedar-Lee's organization — the largest, most active, and most involved association with city staff to date. From a cramped, initial meeting held next to the salami counter and dining booths in a delicatessen on the retail strip, the Cedar-Lee Independent Merchants Board (CLIMB) emerged. CLIMB just recently saw the completion of the majority of a \$600,000 plus improvement project to the Cedar-Lee area, having worked closely for many months with Cleveland Heights City Staff and planning consultants Henshaw, Hartt, and Van Petten. Plans for similar "hardware" improvements are advancing well in several of the other business districts.

Tools For Successful Area Organizing

Organizing merchants cannot be for merchants alone though. The Cleveland Heights experience recognizes the need to involve all "players" in the Older Business District (OBD) including landlords and institutions. Successful implementation of public sector improvements and building renovations usually requires landowner discussions and contractual agreements. Some business areas may have a high percentage of ethnic, religious or social institutions. They should be involved as they too may be integral to success, and can offer an added dimension of spiritual or organizational technique.



The key component to OBD organizing is to have the area proprietors involved and to maintain interest. To assure commitment, a strong combination of public and private input must be pursued. The Cleveland Heights experience to date has been enhanced by the presence of staff personnel acting as catalysts to the public-private equation. A qualified Commercial Areas Advisor can work in conjunction with professional planners and community relations organizers to make business district upgrading gel. Such an advisor knows the language of the small business shop, possibly having been in business previously, or in marketing, finance, or even shopping center or mall development. Knowledge of the latter can be quite helpful. There is every reason to expect that techniques presently being successfully used in malls to the detriment of nearby OBD's can be replicated along these strip commercial districts which were initially built some 40, 50 or more years ago. Joint advertising, promotions, sidewalk sweeping and plowing are all possible when a business association directs its budgeted dues to such programs.

Active involvement of local small businesses can be maintained if they are regularly involved in the revitalization planning process. Monthly association meetings can be quite effective — time, place, and agenda determined by the group. In Cleveland Heights, city staff has helped with preparing and distributing notices, information, and agenda. Each business area has its own logo, and staff policy has been to color code the distributions for each area. This allows for increased identity to each group and an easy means of differentiating among the handouts. Commitment can be further assured by a periodic newsletter from the development corporation or the city. In

Cleveland Heights, a monthly newsletter called the INFO-PAK is sent to neighborhood groups, block associations, and street club presidents; it includes a section called *The Heights Merchants*. In this section, information about business association activities, a "Stops & Shops" piece about new shops and expansions, and listings of available retail services are included for Heights residents to review. A news brochure has also been distributed intermittently to all merchants and landlords in the business districts. Called *Merchant News*, it has included information data on code requirements, zoning and signage options, updates on each area's activities, and bits of humor or cartoons on related matters as appropriate.

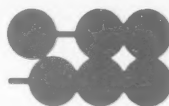
In meeting the guidelines for SBA's Section '502' Local Development Company program, the Cleveland Heights Local Development Corporation has been steadily moving ahead to offer increased technical advice and services to the city's business groups. LDC Trustees have put together a marketing study instrument which is being used to interview some 300 Cleveland Heights households about local shopping attitudes, behavior, and opinions on the city's 11 strips as compared to other regional locations. The business development group will be overseeing coordination activities among the business associations including scheduling of festivals, maintenance costs, and appropriate small business training courses. The marketing and promotions committees have prepared a final draft of a brochure which will highlight the amenities of doing business in Cleveland Heights, including a list of any available commercial and office space in the city. A bi-monthly ad in newspapers also explains how city staff can direct prospects to owners with available space. Using its portion of \$110,000 of city CDBG funding, the LDC's finance, architecture, and loan packaging committees are now in

the process of implementing a 10 percent Construction Discount Program for merchants and landlords. Facade and interior code-complying rehabilitation of shops consistent with design criteria set for each district entitles one to such a rebate. Each of these committees assists respectively on financing techniques, acceptable design within the suggested 'shopscape,' and loan opportunities.

Are these tools and techniques, of which only a few have been mentioned here, successful and conducive to private reinvestment? Cleveland Heights can report back on strong, positive signals. Commercial vacancies have virtually disappeared. Two existing restaurants in Cedar-Lee have been acclaimed as award-winning dining delights. Following alongside the stepped-up public sector improvements there, two other restaurants are ready to move in and begin distinctive rehabilitation work, totaling a million dollars or more. Tenant mix in the other districts is diversifying and upgrading itself too. Camaraderie among merchants has been enhanced — with increased attention being given to the importance of closer ties to the contiguous neighborhood groups. Each district is much more aware of the CDBG citizen participation process and healthy public-private interactions with the city are increasingly apparent. Such is essential to OBD revitalization — merchant areas are most often the exterior image of a community, the skeletal strength to its continued vitality, the adhesive to neighborhood stability. Merchant area revitalization, as it is "blossoming" in Cleveland Heights, has arrived as an important keystone to our Nation's Urban Policy.

Mr. Balbierz is City Planner/Community Development Coordinator, Planning and Development Department, Cleveland Heights, Ohio.

Lines and Numbers



Female-Headed Households and Their Housing

A recent study published by the Department of Housing and Urban Development describes the housing of Female-Headed Households. In 1976, 17.8 million households, or a quarter of all households, were headed by women. Of this total, 17 percent were black, 78 percent were white, 4 percent were Hispanic and 1 percent were "other". Women householders are more urbanized than the general population; seventy-one percent live in standard Metropolitan Statistical Areas (SMSA's) compared to 68 percent of the total population. They are more likely to be renters, 53 percent to 35 percent for the total population. Of those who are homeowners, 8.8 percent spent more than \$100 on alterations during 1976. This compares to 14.5 percent of all owners reporting such expenditures. Fifty-five percent of women householders live in housing that is more than 25 years old compared to 44 percent for the general population.

Twelve percent of the housing units in which Female-Headed Householders lived in 1976 were flawed while 10 percent of all housing had flaws. Flaws in plumbing and maintenance were significantly above the national average in Female-Headed housing, 3.4 percent and 6.1 percent compared to 2.6 percent and 4.1 percent, respectively.

The traditional measure which states that housing accounts for 25 percent of one's income is refuted in the case of women and housing. Only 53 percent of Female-Headed Households can be expected to find adequate housing on a fourth of their incomes. By contrast, 80 percent of all American households are able to meet their housing needs with this proportion of their incomes.

Households, by Tenure, Female-Headed and All Households: 1976 (In thousands)

	Female-Headed	%	All Households	%
Number of Households	17,854	100	74,080	100
Homeowner	8,451	48	47,972	65
Renter	9,403	52	26,108	35

Female-Headed Households, by Race: 1976 (In thousands)

Total	%	White	%	Black	%	Hispanic	%	Other	%
17,854	100.0	13,884	78	3,026	17	712	4	178	1

Households, by Age of Structure: Female-Headed and All Households (In thousands)

Year Built	Female-Headed	%	All Households	%
Total	17,855	100.0	74,080	100.0
After 3/70	2,090	11.7	11,539	15.6
After 1950	6,124	34.3	30,059	40.6
Before 1950	9,641	54.0	32,482	43.9

Housing Deficiencies, Female-Headed and All Households: 1976 (Units in thousands)

Type of Flaw	Female-Headed			All Households		
	Without Flaw	With Flaw	% With Flaw	Without Flaw	With Flaw	% With Flaw
Plumbing	17,251	603	3.4%	72,134	1,946	2.6%
Kitchen	17,473	381	2.1	72,738	1,342	1.8
Maintenance	16,766	1,088	6.1	71,034	3,046	4.1
Public Hall	17,733	121	0.7	73,777	303	0.4
Heating	17,619	235	1.3	72,924	1,156	1.6
Electrical	17,837	17	0.1	74,012	68	0.1
Sewerage	17,593	261	1.5	73,135	945	1.3
Toilet Access	17,568	286	1.6	72,728	1,352	1.8
Total (Thousands)	15,705	2,149	12.0	66,906	7,174	9.7

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